

**Memphis and Shelby County Community
Redevelopment Agency (CRA)**

Strategic Plan

CRA Workable Program

Community Redevelopment Agency (CRA)

Strategic Plan

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DRAFT

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Community Redevelopment Agency Board

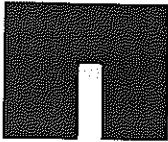
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Introduction

"With the 1990s American economic boom in full bloom, it seems as if the demise of cities have been greatly exaggerated. A stroll through the South Side of Chicago however, gives a more realistic view of the urban scene. An estimated six million people are living in poverty today (www.fedstats.com). Some inner city communities resemble war zones- dominated by abandoned factories, decayed retail strips, and boarded-up housing. In these areas unemployment, underemployment, and poverty rates remain sky high. According to William Julius Wilson of Harvard "For the first time in the 20th century, most adults in many inner city ghetto neighborhoods are not working in a typical week,"(Gergen, pg. 1). It is projected that most older, non-Sunbelt cities will finish this decade with fewer jobs and fewer residents than they had in 1989, the peak of the last business cycle (Foust and Mallory,1993). Americans hate to admit to failure, but after 30 years the war to turn around the economic deprivation of our most inner city areas hangs precariously in the balance." (Michael Porter, *Inner City Competitiveness: A Review of Porter's Model for Inner City Revitalization*)

Shelby County has seen major changes as a place to live and work over the last decade. Public and private policy-makers are often faced with decisions that affect the quality of life in this rapidly urbanizing county. A fundamental aspect of this process is the need to plan for maintaining the health of the established urban areas. A comprehensive approach to planning for social and economic health must include strategies for redevelopment and renewal in these areas. In addition, the planning process offers an opportunity to foster a new attitude among citizens that encourages such renewal rather than following a pattern of development that replaces the old businesses and neighborhoods with new development in suburban environs. It is clear that the established communities in Shelby County are an asset that must be protected and nurtured to ensure future economic growth. Furthermore, the conservation of our older neighborhoods and businesses assist governments in minimizing the costs of providing services.

The Memphis 2000 Policy Plan adopted in 1981 continues to function as the city and county's long-range planning document. The focus of that plan was the physical development of Memphis and Shelby County. It is clear that a similar approach should be applied to economic planning at a comprehensive scale. In the past, economic development has resulted in the neglect of some areas and caused a deterioration of the quality of life in these communities. The Memphis and Shelby County Office of Planning and Development is pursuing the improvement of the quality of life in the Memphis and Shelby County planning region by formulating a comprehensive plan for residential and business development and redevelopment.

Statement of Conformance

The Memphis and Shelby County Community Redevelopment Agency (CRA) Strategic Plan CRA Workable Program conforms to the comprehensive plan for Memphis and Shelby County, Tennessee.

PURPOSE AND GOALS

Purpose

The Memphis and Shelby County Community Redevelopment Agency (CRA) is established to combat slum and blighted areas that constitute a serious and growing menace, injurious to the public health, safety, morals, and welfare of the residents of Shelby County. The existence of such areas contributes substantially and increasingly to the spread of disease and crime, constitutes an economic and social liability imposing onerous burdens which decrease the tax base and reduce tax revenues, substantially impairs or arrests sound growth, retards the provision of housing accommodations, aggravates traffic problems, and substantially hampers the elimination of traffic hazards and the improvement of traffic facilities; and that the prevention and elimination of slums and blight is a matter of county policy and concern in order that the Shelby County shall not continue to be endangered by areas which are focal centers of disease, promote juvenile delinquency, and consume an excessive proportion of its revenues because of the extra services required for police, fire, accident, hospitalization and other forms of public protection, services, and facilities.

The purposes for which the CRA will appropriate funds to a redevelopment trust fund include the preservation and enhancement of the tax base of such taxing authority and the furthering of the purposes of the CRA as provided by law. The CRA will not exercise its taxing authority until after the governing body has adopted a resolution that:

Designates one or more slum or blighted areas, or one or more areas in which there is a shortage of housing affordable to the elderly and residents of low or moderate income, exist in Memphis or Shelby County. The rehabilitation, conservation, or redevelopment, or a combination thereof, of such area or areas, including, if appropriate, the development of housing which residents of low or moderate income, including the elderly, can afford, is necessary in the interest of the public health, safety, morals or welfare of the residents of Memphis or Shelby County.

Over the past 20 years Shelby County's economy has grown, and the job base has expanded, but the 21st Century brings greater challenges, more competition and intense demand for increased opportunities along with a skilled and thinking

workforce. Bridging the gap requires a more focused aggressive action on the part of all segments of the community.

GOALS FOR COMMUNITY REDEVELOPMENT AGENCY

- Create neighborhoods in which people share a sense of belonging.
- Encourage preservation and a mixture of uses and activities that welcome and serve citizens of diverse incomes and ages.
- Preserve historic, cultural and natural assets, and use them to reinforce a unique sense of place. The architecture of any redevelopment should be in keeping with the surrounding area.
- Use the best design practices available to increase personal safety and social interaction.
- Maximize the use of existing infrastructure and give public funding priority to preserving and rebuilding existing neighborhoods.
- Encourage the preservation of natural resources and use environmentally sustainable development practices.
- Incorporate green spaces as a part of neighborhoods.
- Encourage usable alternatives to the automobile as part of a transportation system that is accessible to all citizens and that supports good neighborhood design.
- Create sustainable mixed income communities
- Improve job availability and economic opportunity
- Create a climate that encourages business start-up and expansion
- Increase housing choice and affordability
- Promote civic pride and community building
- Promote a sense of place and quality of life for all citizens
- Assist the revitalization of commercial areas

DEMOGRAPHIC ANALYSIS

Population Overview

Overview of Areas of Decline in Shelby County

A comparison of the twenty (20) planning districts in the county indicates that the planning districts within the City of Memphis and inside the interstate loop experienced the greatest decline in the population. Whereas, the planning districts immediately outside of the interstate loop registered a marked increase in population. The prevailing trend is a shift in the population from the inner city and the western part of the Shelby County to the eastern region. The continued abandonment of the inner city will constitute an underutilization of valuable facilities, a devaluation of property values, a decrease in the City's tax base, foster an increase in tax rates and may generate further deterioration of areas which were considered stable a decade ago. Efforts should be placed on stabilizing and redeveloping inner city neighborhoods to make them more desirable to reverse this trend.

Population Change by Planning District

Economic and Social Characteristics of Shelby County

The south central area of Memphis is dominated by a large industrial and distribution base centered around the Memphis Depot and the Airways Boulevard corridor. This area makes up the Depot Planning District that has suffered from declines in both population and households since 1980. In one neighborhood, Charjean, off Ketchum Road, homes were recently purchased and demolished under the Memphis and Shelby County Airport buy-out program for noise abatement.

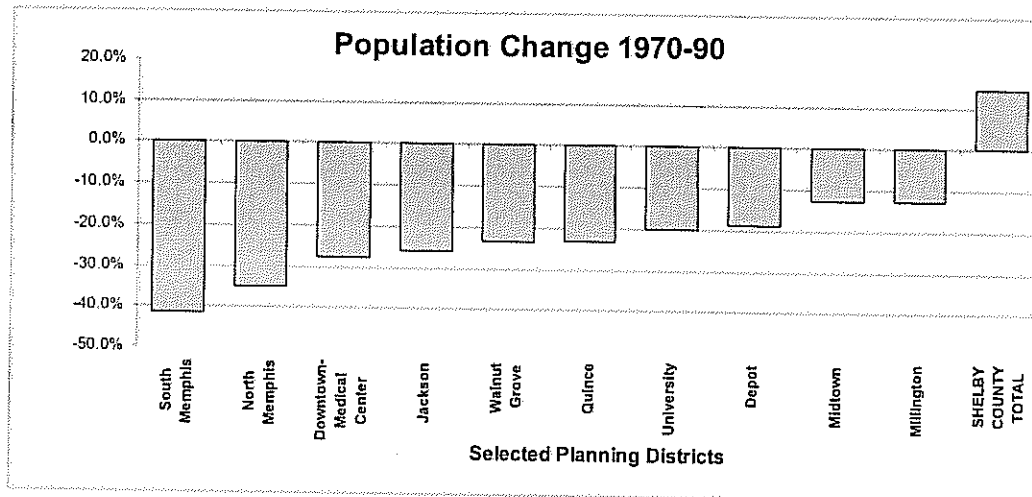
The most densely populated area of Memphis is Midtown. This planning district is somewhat stable with a trend toward infill housing. The area is predominantly residential in character with single family and apartment dwellings. Local commercial districts are clustered along the major arterial roadways such as Poplar, Union and Lamar.

SHELBY COUNTY

TOTAL POPULATION BY PLANNING DISTRICT	1970	1980	Percent Change 1970-80	1990	Percent Change 1980-90
McKeller Lake Planning District Totals	33	39	18.2%	0	-100.0%
South Memphis Planning District Totals	77,721	56,770	-27.0%	45,541	-19.8%
North Memphis Planning District Totals	61,418	47,816	-22.1%	39,831	-16.7%
Depot Planning District Totals	68,218	62,452	-8.5%	55,312	-11.4%
Downtown-Medical Center Planning District Totals	33,715	27,080	-19.7%	24,406	-9.9%
University Planning District Totals	30,962	27,187	-12.2%	24,728	-9.0%
Whitehaven-Levi Planning District Totals	87,598	106,808	21.9%	97,889	-8.4%
Quince Planning District Totals	43,100	35,399	-17.9%	33,107	-6.5%
Jackson Planning District Totals	50,543	39,568	-21.7%	37,423	-5.4%
Walnut Grove Planning District Totals	27,666	22,355	-19.2%	21,154	-5.4%
Frayser Planning District Totals	45,359	47,299	4.3%	44,934	-5.0%
Millington Planning District Totals	30,008	29,204	-2.7%	28,383	-2.8%
Midtown Planning District Totals	58,132	51,152	-12.0%	50,823	-0.6%
Northwest Shelby Planning District	2,827	6,847	142.2%	7,864	14.9%
Raleigh-Bartlett Planning District Totals	31,063	67,110	116.0%	81,473	21.4%
Oakhaven-Parkway Village Planning District Totals	41,730	74,838	79.3%	104,577	39.7%
Arlington Planning District Totals	5,730	6,914	20.7%	9,673	39.9%
East Central Shelby Planning District	2,517	2,310	-8.2%	3,658	58.4%
Collierville Planning District Totals	5,605	9,715	73.3%	17,499	80.1%
Shelby Farms-Germantown Planning District Totals	17,939	46,858	161.2%	98,055	109.3%
SHELBY COUNTY TOTAL	723,854	769,701	6.3%	828,320	7.6%

The South Memphis Planning District includes several inner city neighborhoods that represent the city's early development and growth. Most of the houses were built before 1970 and there are significant areas of deterioration. Also within the district is a large manufacturing and distribution base, especially south of Mallory Avenue and in the northwest quadrant.

The southwestern part of Memphis is defined as the Whitehaven Planning District. This area was annexed into Memphis in 1969 and had significant growth until 1980.



The district includes a business complex with the distribution industries related to the airport which is on the eastern boundary. Also, the Pidgeon Industrial Park is

immediately west of the district. A significant number of single family houses were purchased under the airport buy-out program. The district also has a large number of apartment developments. Elvis Presley Boulevard is a major commercial corridor within this district.

Redevelopment Overview

The areas identified for redevelopment combine to include a significant portion of Shelby County and are characterized by typical inner city disadvantages. However, as it is important for the county to continue to grow and prosper, regional prosperity also relies deeply on full participation among the city's residents and business population. For it is often the city that symbolically serves as the heart of any metropolitan region.

These redevelopment areas have investment prospects that are often hidden among the many opportunity costs that sometimes discourage investment. Several areas suffer from a loss of population, in addition to jobs and adequate housing. Acres of land can often be characterized in these communities by vacant parcels, boarded up buildings and incompatible adjacent land usage. Poor demographic trends also often signal a loss of community capital. Population is a demographic trend that often serves as a leading indicator to planners and interested market analysts of a community's public infrastructure needs and investment potential. The local demand for homes, goods, and services are also often highly correlated with the localities' population totals. As for Memphis and Shelby County, this demographic indicator shows a somewhat interesting trend.

During the three decades preceding 2000, this county has seen a population shift from the county's inner most areas to those areas at the edge of the city and even approaching the bordering counties. Such drastic and apparent abandonment has ultimately left these partially populated communities in danger of collapse and deterioration. After analysis of several key demographic indicators such as population totals, housing unit totals, and labor shortage or surplus, an overview follows that identifies areas of the county in need of redevelopment.

United States Census data retrieved in increments of ten years from 1970 to 1990 show an increase in population for parts of the county in some instances of over 100%. While a few communities have seen a consistent and significant rise in its reported population, several areas within the city and county have witnessed a steady decline in population since 1970.

Areas of Decline in Shelby County

A city and countywide profile suggests that there are areas throughout the county that are in distress and require intervention on the part of the public sector. Such intervention may be necessary to help stimulate private investment and ultimately help to reverse disinvestment in favor of sustained economic growth and development. As the current conditions report mentioned earlier indicated, throughout the county there

has been an overall decline of planning districts such as North and South Memphis, Whitehaven, Midtown, and the Depot Planning Districts. As a result of analyzing current conditions including the most recent demographic trends throughout the city and county, the Office of Planning and Development has identified the following commercial corridors and their surrounding residential districts as redevelopment project areas:

Chelsea Avenue

Uptown

Bicentennial Neighborhood

LeMoyne Gardens/Hope VI Redevelopment Area

Jackson Avenue

Mississippi Boulevard

Florida Street

Raleigh Springs Area

Millington

New Chicago Area

South Memphis Planning District

Orange Mound and Bethel Grove/Park, Lamar and Airways

Midtown/Overton Square

Southeast Industrial Corridor

Frayser Planning District/Northgate Shopping Center

Northaven

Whitehaven /Westwood

Arlington

CBID

General Description of Redevelopment Project Areas

Chelsea Avenue

The Chelsea Avenue project area is located in the North Memphis Planning District. The heart of this project area includes the Chelsea Avenue commercial corridor that extends from Thomas Boulevard to N. Second Street. For analytical purposes, the project area boundaries were based on census block group dividing lines and include portions of census tracts 2, 20 and 21. The project area extends north of Chelsea Avenue and includes portions of census tract 2 that encompasses block group 2 and borders Front Street, Henry Street, and Guthrie Avenue. The project area also extends into block group 2 of census tract 20 that borders to the north by Chelsea Avenue, Auction to the south, Thomas Boulevard to the east and W. 7th Street to the west. The southern most portion of this project area extends into census tract 21 and includes census block group 1. This area extends south of Chelsea Avenue to Auction and borders to the east by Thomas Boulevard with Riverside Drive comprising the western boundary of the project area.

Uptown

Bounded on the west by the Mississippi River beginning at a point adjacent to Levee Road and extending south along the shoreline to Interstate 40 at the Hernando DeSoto Bridge.

Bounded on the western boundary then proceeds on Interstate 40 to a point headed east to Third Street. From there it moves south along Third Street to Exchange Avenue. Moving east on Exchange to Lauderdale Street and then turning south for one block where Lauderdale meets Poplar Avenue. Poplar Avenue proceeds east to Manassas Street. Turning north on Manassas up to Jackson Avenue. Interstate 40 and Poplar Avenue combine to form the southern fringes of the district along with Jackson Avenue, which serves as the least southern boundary line and extends eastward to Ayers Street. The eastern boundary of the district follows Ayers Street north until the street reaches Chelsea Boulevard. The boundary then follows Chelsea Avenue south to Manassas, north to T.M. Henderson, east to Thomas Street, north to Arrington Avenue, south along Seventh Street, east to N. Second St. and north to Levee Rd. extending westward again back toward the Mississippi River shoreline.

Bicentennial Neighborhood Area

Located in the Midtown, Depot and South Memphis Planning Districts. Boundaries of the neighborhood are as follows: East Railroad Avenue on the north; Burlington - Northern Railroad and Ragan Street on the east; IC Railroad on the south; and I-240, College Street, McLemore Avenue, and Mississippi Boulevard on the west.

LeMoyne Gardens/Hope VI Redevelopment Area

The intention of this revitalization plan is to redevelop public housing and the larger neighborhood of which it is an integral part. The 842 unit public housing development will be redeveloped into approximately 430 rental units and 70 homeowner units. Demolition is included as part of the redevelopment plan. Additional programs targeted at increasing self-sufficiency and the economic condition of public housing residents will also be implemented.

Jackson Avenue

The Jackson Avenue project area is also located in the North Memphis Planning District. The central focal point in this project area includes the Jackson Avenue commercial corridor extending from N. Watkins to Bellevue Blvd. Census tract 18, block groups 1 and 2 and census tract 25, block group 2 make up this project area and were identified in order to review the demographic trends of this project area. The project area boundaries included in block groups 1 and 2 of census tract 18 are Vollintine to the north, Jackson Avenue to the south, N. Manfield St. to the east, and Interstate 240 to the west. The boundaries included in block group 2 of census tract 25 are Jackson Avenue to the north, Watkins to the east, Interstate 240 to the west, and Overton Park Avenue to the south.

Mississippi Boulevard

The focus of the Mississippi Boulevard project area is at the intersection of Mississippi and McLemore in the South Memphis Planning District. This commercial corridor is also a part of the Bicentennial Neighborhood Area. The Bicentennial Neighborhood project extends beyond the South Memphis Planning District to include portions of the Depot and Midtown Planning Districts. Census tract 48, block group 4, census tract 49, block group 4, and census tract 59, block groups 1 and 2 make up this project area. The project area boundaries included in block group 4 of census tract 48 are Walker Avenue to the north, McLemore Avenue to the south, College Street to the east, and Mississippi Boulevard to the west. The project area boundaries included in block group 4 of census tract 49 include Walker Avenue to the north, McLemore Avenue to the south, Mississippi Boulevard to the east, and S. Lauderdale Avenue to the west. The boundaries included in block groups 1 and 2 of census tract 59 include McLemore Avenue to the north, E. Trigg Avenue to the south, College Street to the east, and S. Lauderdale to the west.

Florida Street

The Florida Avenue project area is also located in the South Memphis Planning District. The Florida and Mallory commercial corridors are the central focus of redevelopment efforts in this project area. Block group 4 of census tract 55 makes up this project area. The project area boundaries are Norwood Avenue on the north, E.

Mallory Avenue on the south, S. 3rd Street on the east, and Kentucky Street on the west.

Raleigh Springs Area

The Raleigh Springs/Raleigh Reinvestment area is located in the Raleigh Bartlett Planning District. Census tract 205.40, block group 3 was used to analyze the demographic trends in this project area. This block group borders Yale Road to the north, Raleigh Bartlett (Stage Rd.) to the south, Scheibler Road to the east, Austin Peay and Raleigh Millington Road to the west. The main catalyst to redevelopment in this area will be the revitalization of the Raleigh Springs Mall.

Millington

The Millington project area is located in the Millington Planning District. The redevelopment of the Millington Naval Base will serve as the central focus in this project area and will serve as a revitalization catalyst. Census tract 204, block groups 1 and 2 were identified in order to examine the demographic trends in the project area. The boundaries will include the Millington Naval Base property line (Mudville Road) to the north, McCain Road to the south, Bethuel Road to the east, and the railroad to the west.

New Chicago Area

The New Chicago Revitalization Initiative is aimed at revitalizing an inner city neighborhood area adversely impacted by a loss of manufacturing jobs and a decline in neighborhood property values associated with obsolete and derelict industrial facilities. A major component of the redevelopment of the area is to secure and restore a brownfield site- (the abandoned Firestone Tire and Rubber Company). The overall objective of the project is to secure economic reuse of this vacant industrial property to generate a new tax base, new employment and new sources of income for this distressed community. The boundaries are the levee on the north, Chelsea on the south, Thomas on the west and Watkins on the east.

South Memphis Planning District

South Memphis Planning District is bounded by E. H. Crump Boulevard and Railroad Avenue on the North; Nonconnah Creek, I-55, and I. C. Railroad on the South; Elvis Presley Boulevard and I-240 on the East; and McKellar Lake and Mississippi River on the West. A plan has been developed for the South Memphis area to improve the district's livability through stabilizing the land use patterns and preserving neighborhoods; revitalizing the commercial areas; evaluating the existing infrastructure; and improving the community's visual image.

Orange Mound and Bethel Grove/Park, Lamar and Airways

Located in south central Memphis. The boundaries are Semmes Street to the east, Southern Avenue including the area bounded by Buntyn and L & N Railroad to the north, Airways Boulevard and the Memphis Depot to the west, and I-240 to the south. A public/private partnership to revitalize a once thriving inner city area. This comprehensive approach to redevelopment will involve the development of a strategic plan that will address Land Use and Zoning, Urban Design/Beautification, Commercial Revitalization, Economic Development, Housing, and Job Training Assistance. The main thrust of commercial revitalization in the area will take place along the Park, Lamar and Airways corridors.

Midtown/ Overton Square

Northern most boundary being North Parkway and the CSX Railroad extending southward along Interstate 240 to Lamar; extending eastward on Lamar to Cleveland; north on Cleveland to Eastmoreland and east along Eastmoreland to east of Kimbrough; at Union extending eastward taking in the southern frontage lots to just east of Cooper; extending northward taking in the eastern frontage lots on Cooper to Monroe, then following the Cooper Street right-of-way to Poplar; westward along Poplar to Cleveland and north along Cleveland including the eastern frontage lots to North Parkway. A current study that is underway to identify the problems, opportunities and complexities involved in the economic revitalization of Midtown Memphis including Overton Square. The study will provide policy makers with an assessment of the kinds of strategies and techniques available to confront these deficiencies.

Southeast Industrial Corridor

The northern most boundary being Interstate 240; bounded on the east by Lamar Avenue extending southeast to Crumpler; the southern boundary being the Tennessee-Mississippi state line and the western boundary being Interstate 55. This area needs to address livability issues as it relates to the compatibility of existing neighborhoods to the airport and other industrial uses. There are numerous blighted and vacant properties along the gateway corridors that leads to airport. An assessment of the land uses around the airport, development of a plan to address the gateway corridors to the Greater Memphis Area via Airport Connector, Airways Boulevard and Lamar, includes a quantitative analysis of industrial needs in the area.

Frayser Planning District/Northgate Shopping Center

Frayser Planning District is bounded by Loosahatchie River on the north, Wolf River on the south, Mississippi and Loosahatchie Rivers on the west, and IC Railroad on the east. Within the Frayser Planning District is the Northgate Shopping Center which is bordered by Cindy Lane to the north, Millington Road to the east, Whitney Avenue to the south and Thomas Street (Highway 51) on the west.

Northaven

The Northaven area is located in the Northwest Shelby Planning District. This area is bordered by the Loosahatchie to the south, Robertson Road to the north, North Watkins to the east, and Eagle Lake Wildlife Preserve and Mississippi River on the west.

Whitehaven/Westwood

The Whitehaven Levi Planning District is bounded by Interstate highways 240/55 and the I.C.C RR and River Road on the North; the Tennessee state line on the South; Airways Boulevard on the East; and the I.C.C RR on the West.

Arlington Planning District

The Arlington Planning District is in the extreme northeast part of the county and adjoins Tipton and Fayette counties. This planning district is bounded by Highway 64 on the South; Germantown Parkway, Brunswick Road and Seaboard Systems RR on the West; and the Shelby County line to the north and east.

CBID

The CBID extends from the Tennessee State Line, on the west eastward along I-55 and Crump Boulevard to Danny Thomas, north on Danny Thomas to Linden, east on Linden to Watkins, north on Watkins to Poplar, west on Poplar to Danny Thomas, north on Danny Thomas to the Wolf River and west along the Wolf River to the Tennessee State Line.

Neighborhood Revitalization Target Areas identified by City of Memphis Division of Housing and Community Development/Memphis Housing Authority.

The Office of Planning and Development is working with the Division of Housing and Community Development (HCD)/Memphis Housing Authority (MHA) to include the neighborhood revitalization work that HCD is developing to stabilize communities in distress. This effort is in coordination with nonprofit organizations and public and private sector entities. The locations of the neighborhood revitalization projects, strategies and initiatives related to revitalization efforts are illustrated on the adjacent map. Census tract boundaries and existing community parks are included in the map information to provide local reference. The neighborhood Redevelopment areas have been identified as follows:

LeMoyne Gardens/LeMoyne-Owen College
Lauderdale Courts/Hurt Village/Greenlaw
North Memphis/Oates Manor/Firestone/Manassas/New Chicago
Whitehaven

Frayser
Binghampton
Raleigh
Midtown
Orange Mound
Foote Homes/Cleaborn Homes
Bicentennial Neighborhood
Riverview/Kansas
Chelsea/Hollywood/Hyde Park
Chelsea/Warford/Douglas
Fowler/McLemore/Third/Barton
Southside/Mallory Heights/Pine Hills
Caldwell School/Chelsea/Bickford
Vollintine-Evergreen/Klondyke
Glenview/Lamar/Rozelle
Southwest Memphis/Boxtown
Jackson/Macon/National
Dixie Homes/Manassas/Poplar/Delmar
Jefferson/Borda
Hawkins Mill/St. Elmo
Simmons/Knight-Arnold













ECONOMIC DEVELOPMENT

Memphis 2005: A Vision for Change

Memphis 2005 is a comprehensive plan of long range economic development. For all the economic growth Memphis and Shelby County have enjoyed over the last quarter of the 20th Century, it is viewed as a metropolitan community of unfulfilled economic potential. This economic plan for the future was developed as a critical component to tap into that potential. It is the product of a broad effort in collaboration and cooperation on the part of many community interest groups.

Strategic Goals of Memphis 2005

Other goal categories of the Memphis 2005 plan include achieving a balanced industry mix , job growth, increasing per capita income , increasing minority business development , capital investment , educational ranking of city and county schools , increasing international trade, public safety and urban revitalization

MINORITY BUSINESS DEVELOPMENT

Shelby County is committed to minority business development the focus in the development of business initiatives and human resources. This will be a driving force in future economic development. It is a goal for the county to create an environment for new and expanded minority businesses to capture profitable community-serving markets and high growth value-added markets outside our community. Minority businesses should also have access to financial resources, business relationships and partnerships should be encouraged between majority, and minority owned business.

BUSINESS AND SUPPORT SERVICES DEVELOPMENT

In order to realize a competitive business environment, the county should promote means to leverage diversity and foster quality family life for all citizens. This would include an economic development program balanced between new products, expansion and retention of existing businesses, new enterprise and recruitment.

PHYSICAL DEVELOPMENT

Another priority for the area is to aggressively construct infrastructure that will enhance the development of a diverse community and local labor pool to meet market

place demands in a positive climate to live, learn, work and play. This strategy includes the development of a comprehensive plan enabling Shelby County to reach its vision; driven by the private sector and implemented through public policies.

Inventory and Trends

RETAIL MARKET ANALYSIS

The following information is taken from a study conducted by the Regional Economic Development Center (REDC) at the University of Memphis for the City of Memphis. The study provides information on business development potential for all major industry groups in retail trade and consumer services. Retail expenditures from households in the study area comprise approximately 35% of all retail expenditures by Shelby County residents. The purpose of the study is to identify areas within the city where business development/redevelopment efforts are warranted for developing retail trade and service industries.

Depot Planning District

Capture analysis reveals a total retail and service industry sales gap of close to \$80 million, excluding auto dealers and auto service stations. The detailed analysis indicates development opportunities in the \$10-20 million range. Substantial gaps are found in general merchandise and apparel categories. Sufficient retail potential also exists in other retail and service industries to support new businesses in the district.

In this district, the Orange Mound Bethel Grove neighborhood has been identified as a demonstration area for economic development with support from an active community organization.

Midtown Planning District

With some adjustments, capture analysis reveals a retail sales potential of \$164 million in Midtown. Discounting the \$79 million attributed to automobile dealers, the study notes a retail potential of \$85 million in six of the broad retail categories.

South Memphis Planning District

Capture analysis reveals a total retail sales potential of \$79.9 million. After review of each retail category, the retail development opportunities are equal to \$35 million.

Whitehaven Planning District

This district has a very strong overall capture for both retail and service sectors, however, significant gaps were found in some major categories. The \$14 million plus retail potential in the apparel category is sufficient to support several stores.



REDEVELOPMENT PLAN

Policies for Redevelopment

Community Development

The Office of Planning and Development is currently updating plans for disadvantaged areas in the City of Memphis as part of the agency's initiative to revitalize the inner city. These plans will be developed and implemented through a partnership between the City of Memphis Division of Housing and Community Development/Memphis Housing Authority and the Division of Planning and Development. The goals are to improve inner city livability by stabilizing land use patterns and preserving neighborhoods; revitalizing commercial areas; evaluating the existing infrastructure; and improving the visual image of the community.

PUBLIC SECTOR IMPACT

- ♦ Increases in revenues as a result of increased property taxes
- ♦ Increases in sales tax as a result of increased local purchases
- ♦ Decreases in crime
- ♦ Job creation and retention
- ♦ Public sector/private sector leverage of funds
- ♦ Sustainable economic growth
- ♦ Enhancements to the environmental and aesthetic quality of an area
- ♦ Increased involvement by merchant associations in long term business expansions

COMMUNITY IMPACT

- ♦ Reinvestment of public and private funds
- ♦ Increases in land values

- ♦ Increases in accessible jobs and employment opportunities
- ♦ Provides a functional and aesthetically pleasing entrance way into the community
- ♦ Provide accessible retail, commercial, professional and personal services to area residents
- ♦ Reduce out migration from inner city areas

PRIVATE SECTOR IMPACT

- ♦ Provides new investment opportunities
- ♦ Open new markets for retail, commercial, personal and private services
- ♦ Provides a new source of employees
- ♦ Land assembling assist
- ♦ Tax incentive
- ♦ Commercial real estate

RESTORATION of INNER CITY COMMERCIAL AREAS

The Commercial Revitalization Program is a major business and economic development component of redevelopment efforts in Memphis older neighborhoods. Additionally, it serves as the economic development program for Planning District Plans, Neighborhood Plans and economic and business development recommendations for inner city areas. It is also part of the Memphis 2005 Economic Development Strategy for Memphis and Shelby County.

The Commercial Revitalization Program involves studying the inner city commercial areas within the Interstate 240 Beltway and developing plans of action to revitalize them. In many cases, these areas were once vibrant places to live work and shop. However, during the past thirty years, several factors have contributed to the physical, economic and environmental decline of inner city areas in the City of Memphis, including out-migration from inner city areas, disinvestment by the private sectors, declining land values, relocation of companies and their workers, and new commercial competition from outside the community.

The functional components of the Commercial Revitalization Program will include:

Vacant Property

Vacant commercial properties located within pre-identified neighborhoods and/or Planning Districts will be inventoried for use in identifying economic development opportunities for targeted private sector investments.

Commercial Redevelopment

An entire commercial strip or area will be redeveloped to provide a full range of services and facilities to serve the residents of the neighborhood.

Commercial Demolition

This component will provide the resources required both technical and fiscal, to remove buildings or other structures which are detrimental to redevelopment activities in targeted areas within the City of Memphis.

Facade Treatment

The objective is to provide a uniform or theme exterior treatment for a particular area so it is readily identified as a special district.

Fiscal Assistance

This component will provide loans and grants to businesses locating in inner city commercial areas.

Merchants Association

This component will establish an advocacy group for local businesses that will own the project after Memphis and Shelby County Governments have completed its goals.

Technical Assistance

The Office of Planning and Development will provide assistance to new retail and commercial businesses that expand or relocate in inner city areas. OPD will act as a clearinghouse for information and referrals to businesses. Additionally, the Memphis Technical Assistance & Resource Center, Minority Business Opportunity Center, Tennessee Small Business Development Center and other technical assistance agencies will provide assistance to existing and start-up businesses.

The Commercial Revitalization Program will be funded through the City of Memphis and Shelby County governments.

HOUSING AFFORDABILITY AND CHOICE

Overview of Housing in Memphis

Providing and maintaining an adequate amount of housing which is affordable to all is an important factor that affects the quality of life in a community. There are numerous ongoing programs and agencies in the Memphis and Shelby County area, which provide housing and support services. These housing services are somewhat fragmented in that there is a lack of coordination between the various entities to use the available resources fully. Given these efforts which are supported by public and

private sources there continues to be a public mandate to effectively reduce homelessness, eradicate substandard housing and increase homeownership in Memphis and Shelby County.

The redevelopment plan proposes to address the issue of housing in target areas by evaluating the current housing stock, determining future housing demands and locations for future housing. Studying these aspects of housing will provide a basis for the development of a more coordinated housing program for Memphis and Shelby County. The provision of housing will also be integrated into the development of policies that will enhance the livability of neighborhoods. A significant factor in the provision of housing is income level and the ability to obtain decent and good quality housing. Further investigation of housing within the context of the development of the redevelopment plan will determine the relationship between housing supply and the resources available to make housing more affordable to disadvantaged persons.

Trends

The City of Memphis lost 36,000 people in the decade of the 80's, due in part to the demolition of 5,700 housing units inside the city limits and changing household structure. Despite the population loss and demolitions of units, the City of Memphis still experienced a net increase of 4,000 housing units in the 80's. This indicates that there is still demand for housing construction inside Memphis. Much of this new construction can be attributed to apartments, affordable housing and upper income infill housing and not middle income range housing being constructed within the Memphis City Limits.

Housing industry representatives suggest that there are several factors that contribute to this situation. First, the property tax in the unincorporated area is less than the City and directly affects the value of a home a family can afford but may also determine whether a family qualifies for a particular house.

Secondly, there is a perception by some citizens that the Shelby County School system is more desirable than the City of Memphis schools. There are city schools that are highly desirable and the housing markets in these areas are sound. Unfortunately, available land in these areas is limited.

Third, there is a limited amount of land available inside the city that is of sufficient size and served with all required infrastructure. Over the decades the prime land has been developed and the remainder is often too small, expensive to develop or poorly located.

Fourth, the market trend has been to locate in rapidly growing areas with new shopping centers and new employment opportunities. Just as the redevelopment of downtown requires a focused effort to direct development, middle income housing in the city limits requires the same level of focus and initiative.

Fifth, the perceived safety issues inside the City of Memphis are a deterrent to new housing construction. Based on Memphis Police Department crime statistics, there are pockets of higher crime but considerable resources are being marshaled to address crime even in these higher crime areas.

Housing Units

While new construction in the past few years in the inner city represented only a fraction of countywide housing development, demolitions within the City of Memphis accounted for most of Shelby County's total.

Preliminary observations show that there has been flight of investment out of the inner city and that new capital has been diverted to other areas of the city and county. The loss of property tax revenue is one consequence of the disinvestment in inner city housing.

Rental- vs. Owner-Occupied Housing

A larger portion of inner city housing is rental compared with the rest of Shelby County.

Why Should We Encourage More Home Ownership?

Owners accumulate wealth faster than renters in the form of home equity, income tax breaks, and so on. Owners have a stake in their property and, therefore, in their neighborhood, often playing a more active role in community affairs. They tend to be more interested in neighborhood watch programs and in building neighborhoods that are more cohesive. Owners invest not only their capital, but also their energies, spirit, and pride.

Public Housing

MHA provides public and Section 8 housing in the inner city.

Age of Housing Stock

A large number of people in the inner city live in dangerously blighted conditions. Many homes are in poor condition (due to roof sag, rotting wood, deteriorated shingles, foundation or chimney damage, or cracks in masonry walls). Others are in fair condition, requiring some degree of repair. Beyond the obvious safety implications of substandard housing, there are economic repercussions of a dilapidated housing stock. Poorly maintained houses and yards, absentee landlords, and a lack of high-quality, desirable, affordable housing contribute to community decline and unattractiveness. Deteriorated neighborhoods frighten away new economic investment and discourage in-migration of residents.

The inner city has a much larger than average share of the County's oldest housing stock. The inner city also has a higher concentration of housing units that are more than 60 years old. This is not surprising given that its neighborhoods are the original settlement areas of the City of Memphis. Restored and maintained older housing can be viewed as assets, offering a variety of styles from several different architectural periods that appeal to persons in search of rich, traditional, unusual, and eclectic housing options not available in the suburbs.

Value of Housing Stock

Unlike in other parts of Shelby County, age of housing in the inner city does not readily translate into an inventory of quality or value. In general, owner-occupied home values are lower for the inner city than the rest of the county.

Homelessness

There is a population of homeless persons in the inner city. Some of the homeless adults have children. Local social agencies provide programs and services to homeless populations in Shelby County. All of the major emergency shelters and most homeless services are located within the inner city.

Analysis of Opportunities

Although the inner city has suffered a loss of housing units in the recent past, new housing development is beginning to re-emerge. The unique character of the older homes in the inner city's historic neighborhoods can attract a market niche that is not satisfied with newer suburban homes. While housing conditions require significant improvement, the cost of the units is low enough that renovations will not take these homes out of an affordable range. Declining inner city population figures suggest a need to attract more residents, including middle and upper income residents, into sustainable mixed-income neighborhoods. To accomplish this, we will need initiatives that expand housing choice in the inner city.

Future Land Use

It is the intention of Memphis and Shelby County to support a balanced growth policy between the city and county which means:

Enabling growth to occur on the suburban fringe in areas within the Memphis Annexation Reserve Area.

Maintaining the current tax base in Memphis while expanding through new development.

The Community Compact as well as the Memphis 2005 Economic Development Strategic Plan are appropriate mechanisms to address growth strategies in a coordinated framework.

Redevelopment should broaden housing opportunities to enable people from a wide range of economic levels and age groups to live in the same community. Some strategies to accomplish this objective are:

- ♦ Provide zoning districts that encourage a mixture of housing types and values.
- ♦ Provide incentives for developments that integrate various housing types and compatible uses into single developments.
- ♦ Rewrite zoning regulations to allow mixed-use development consistent with the character of various parts of the community without requiring additional approvals by property owners.
- ♦ Encourage and assist neighborhood organizations in setting up Community Development Corporations to build and rehabilitate housing.

Apartment developments should be of a scale and have a site design that make them part of the neighborhood within which they are located.

Non-residential uses located within and adjacent to neighborhoods should be designed to insure that they are part of the neighborhood while not negatively impacting the neighborhood's image.

The CRA will provide funding to design and rehabilitate existing commercial areas in the urban core that are a negative image in a neighborhood.

Land use designations for commercial uses should be based on the amount of land needed to support the needs of the community and the actual market need.

Establish a neighborhood commercial zoning district that will allow appropriate uses and signage in residential areas. Provide for landscaping, rear parking and unintrusive loading areas.

Increase the number of households within the City of Memphis by 25,000 by the year 2020, excluding future annexations.

Adopt a middle income housing strategy.

Provide 400 affordable housing units per year.

Encourage the continuation of upper income housing construction.

Urban Design

How can a project be designed to respect its setting? Some basic design principles apply. First, when building a new structure or altering an existing one, the traditional ways of building in the neighborhood should be considered. This includes the way in which building fronts may align along the street, or the manner in which front doors

all face the street. These common ways of arranging buildings in the block help to establish the character of a neighborhood and are presented in this section. These design principles draw upon comments from neighborhood residents in public meetings and include information prepared by community residents, city planning staff and design consultants. Design guidelines such as the following will be used in redevelopment areas. Why is it important to respect the design traditions of the neighborhood? Over the years, many people have invested their time, energy and money to make their neighborhood livable. In the past, they often constructed buildings in ways that helped to build a sense of community. That is to say, that each building contributed to the greater whole of the neighborhood. The most cost-effective way to help invigorate the neighborhood is to reinforce these early work efforts by repairing existing buildings and constructing new ones to be compatible with their setting. How do the principles relate to current building trends? In general, the design principles reinforce current trends in the way in which people are improving their properties. In some cases, however, they may recommend an approach that is different from what some people might at first choose to do. For example, this document discourages the use of wrought iron porch columns and instead recommends returning to wood posts. That is because most of the houses in the area first were built with wood posts and their porch designs have a stronger impact when these elements are used. There are exceptions, however. Some of the more recent building styles used wrought iron posts from the outset and therefore it is appropriate to use this material on such structures. The design principles reflect this flexibility in approach, in which the original style of the building is a major concern. How will the design principles affect functional concerns for a property? While appearance is important, owners are also concerned that their properties be safe, easy to maintain and meet their functional needs. In general, the design principles consider these interests and make recommendations for practical, cost-effective alternatives that will be compatible. For example, some owners may seek to improve security by erecting a chain link fence around their properties. This material was not a part of the tradition of building and generally detracts from the appearance of most building designs. Therefore, its use is discouraged; some flexibility is provided in the design principles, however, for situations where owners remain worried about security. In most cases, an alternative approach is suggested that will meet these functional requirements and still be compatible with the neighborhood.

Maintain the traditional character of the streetscape.

Maintain the line of building fronts in the block.

Orient the front of a building to the street.

Maintain the traditional street grid.

Maintain the traditional character of a front yard.

Minimize the visual impacts of lighting.

Minimize the visual appearance of parking areas.

Fences should be in character with those seen traditionally.

A building should reinforce a sense of human scale in the neighborhood.

Build to a height that appears similar to that of houses found traditionally on the block and in the neighborhood.

Building forms should be similar to those seen traditionally.

Roofs should appear similar to those seen traditionally in the neighborhood.

Building materials should appear similar to those used traditionally in the neighborhood.

The use of architectural details that add visual interest to the street is encouraged.

Selection Criteria

Slum Area

Predominance of buildings or improvements which by reason of dilapidation, deterioration, age or obsolescence; inadequate provision for ventilation, light air, sanitation or open spaces; high density of population and overcrowding; the existence of conditions which endanger life or property by fire or other causes; or any combination of such factors is conducive to ill health, transmission of disease, infant mortality, juvenile delinquency, or crime and is detrimental to the public health, safety, morals, or welfare.

Blighted

Area in which there are a substantial number of slum, deteriorated, or deteriorating structures and conditions which endanger life or property by fire or other causes or one or more of the following factors which substantially impairs or arrests the sound growth of a county or municipality and is a menace to the public health, safety, morals, or welfare in its present condition and use:

Predominance of defective or inadequate street layout

Faulty lot layout in relation to size, adequacy, accessibility, or usefulness

Unsanitary or unsafe conditions

Deterioration of site or other improvements

Tax or special assessment delinquency exceeding the fair value of the land

Diversity of ownership or defective or unusual conditions of title which prevent the free alienability of land within the deteriorated or hazardous area

Shortage of Affordable Housing/Housing for Elderly

Area in which there is a shortage of housing affordable to residents of low or moderate income, including the elderly, or a combination thereof.

Conclusion

The selection criteria will be used to determine project areas for the Community Redevelopment Agency. The areas identified for redevelopment are characterized by typical inner city disadvantages. However, as it is important for the county to continue to grow and prosper, regional prosperity also relies deeply on full participation among the city's residents and business population. For it is often the city that symbolically serves as the heart of any metropolitan region.

CONFORMANCE LETTER